

Message Text

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ORIGIN PM-04

INFO OCT-01 AF-08 EUR-12 EA-07 NEA-10 IO-13 ISO-00 H-02

PCH-04 L-03 CIAE-00 DODE-00 INR-07 NSAE-00 NSC-05

PA-01 PRS-01 SP-02 SS-15 USIA-06 ACDA-07 ERDA-05

ARA-06 NASA-01 OIC-02 OES-06 SAJ-01 MMO-01 /130 R

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NEA - MR. PADELFORD

AF - MR. ANDEREGG

EUR - MR. ZOOK

EA - MR. FINCH

H - MR. BLACK

NEA/ARN:MHMAUGHAN

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R 230512Z APR 76

FM SECSTATE WASHDC

TO AMEMBASSY ABU DHABI

AMEMBASSY ADDIS ABABA

AMEMBASSY AMMAN

USINT BAGHDAD

AMEMBASSY BANGKOK

AMEMBASSY BONN

AMEMBASSY BUJUMBURA

AMEMBASSY CAIRO

AMEMBASSY CANBERRA

AMCONSUL CAPE TOWN

AMEMBASSY COLOMBO

AMEMBASSY DACCA

AMEMBASSY DAMASCUS

AMEMBASSY DAR ES SALAAM

AMEMBASSY DOHA

AMEMBASSY GABORONE

AMCONSUL HONG KONG

AMEMBASSY ISLAMABAD

AMEMBASSY JAKARTA

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AMEMBASSY JIDDA

AMEMBASSY KABUL
AMEMBASSY KATHMANDU
AMEMBASSY KHARTOUM
AMEMBASSY KIGALI
AMEMBASSY KINSHASA
AMEMBASSY KUALA LUMPUR
AMEMBASSY KUWAIT
AMEMBASSY LONDON
AMEMBASSY LUSAKA
AMEMBASSY MANAMA
AMEMBASSY MANILA
AMEMBASSY MASERU
AMEMBASSY MBABANE
AMEMBASSY MOGADISCIO
AMEMBASSY MOSCOW
AMEMBASSY MUSCAT
AMEMBASSY NAIROBI
AMEMBASSY NEW DELHI
AMEMBASSY PARIS
AMEMBASSY PORT LOUIS
AMEMBASSY PRETORIA
AMEMBASSY SANA
AMEMBASSY SINGAPORE
AMEMBASSY TANANARIVE
AMEMBASSY TEHRAN
AMEMBASSY TEL AVIV
AMEMBASSY TOKYO
USMISSION NATO
USMISSION USUN NEW YORK
AMEMBASSY WELLINGTON
INFO USLO PEKING
AMEMBASSY RANGOON
AMEMBASSY SEOUL
AMEMBASSY TAIPEI
AMEMBASSY VIENTIANE
CINCPAC HONOLULU HI
AMEMBASSY BEIRUT BY POUCH
AMEMBASSY PORT MORESBY POUCH

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BEIRUT FOR ACTION- CINVEC FOR POLAD

E.O. 11652: GDS

TAGS: PARM, XO

SUBJECT: REPORT TO THE CONGRESS ON INDIAN OCEAN

ARMS LIMITATIONS

1. FOLLOWING IS TEXT OF UNCLASSIFIED REPORT TO THE CONGRESS OF ADMINISTRATION'S POSITION WITH REGARD TO INDIAN OCEAN ARMS LIMITATION INITIATIVES, WHICH WAS DELIVERED APRIL 15. REPORT IS IN RESPONSE TO REQUEST CONTAINED IN HOUSE-SENATE CONFERENCE REPORT ON FY-76 MILITARY CONSTRUCTION APPROPRIATIONS ACT WHICH WAS PASSED LAST NOVEMBER. IN CONTEXT OF APPROPRIATING FUNDS FOR DIEGO GARCIA EXPANSION, HOUSE-SENATE CONFEREES EXPRESSED VIEW THAT NEGOTIATING INITIATIVES WITH REGARD TO MUTUAL (I.E., US-SOVIET) ARMS RESTRAINT IN INDIAN OCEAN WERE HIGHLY DESIRABLE, AND EXPRESSED EXPECTATION THAT ADMINISTRATION WOULD REPORT BY APRIL 15 TO SIX DIFFERENT HOUSE AND SENATE COMMITTEES ON SUCH AN INITIATIVE

2. BEGIN TEXT. THE EXECUTIVE BRANCH HAS GIVEN CAREFUL CONSIDERATION TO THE ISSUES INVOLVED IN ARMS LIMITATION IN THE INDIAN OCEAN AREA. WE HAVE EXAMINED THE TECHNICAL PROBLEMS INVOLVED IN ANY SUCH LIMITATION AND WE HAVE CONSIDERED THE ISSUE OF ARMS LIMITATION IN THE BROADER POLITICAL CONTEXT OF RECENT EVENTS IN THE REGION, AS WELL AS OUR OVERALL RELATIONSHIP TO THE SOVIET UNION. WE HAVE CONCLUDED THAT ALTHOUGH WE MIGHT WANT TO GIVE FURTHER

CONSIDERATION TO SOME ARMS LIMITATION INITIATIVE AT A LATE DATE AND PERHAPS TAKE UP THE MATTER WITH THE SOVIET GOVERNMENT THEN, ANY SUCH INITIATIVE WOULD BE INAPPROPRIATE NOW

3. THE SITUATION IN THE INDIAN OCEAN CANNOT BE CONSIDERED IN ISOLATION FROM PAST AND POSSIBLE FUTURE EVENTS ON THE AFRICAN MAINLAND. SOVIET ACTIVITIES IN ANGOLA AND THE SOVIET BUILDUP OF FACILITIES IN SOMALIA HAVE RAISED MAJOR QUESTIONS ABOUT THE INTENTIONS OF THE SOVIET UNION
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IN AREAS BORDERING ON THE INDIAN OCEAN. WHILE REEMPHASIZING OUR SUPPORT FOR MAJORITY RULE IN AFRICA AND FOR POLITICAL SOLUTIONS OF REGIONAL PROBLEMS BY REGIONAL STATE WE HAVE MADE CLEAR THAT WE CANNOT ACQUIESCE IN THE USE OF SOVIET OR SURROGATE FORCES AS A MEANS OF DETERMINING THE OUTCOME OF LOCAL CONFLICTS.

4. WE ARE NOW SEEKING TO ENCOURAGE THE SOVIET UNION TO CONDUCT ITSELF WITH RESTRAINT AND TO AVOID EXPLOITING LOCAL CRISES FOR UNILATERAL GAIN. AN ARMS LIMITATION INITIATIVE AT THIS TIME IN A REGION IMMEDIATELY CONTIGUOUS TO THE AFRICAN CONTINENT MIGHT CONVEY THE MISTAKEN IMPRESSION TO THE SOVIETS AND OUR FRIENDS AND ALLIES THAT WE WERE WILLING TO ACQUIESCE IN THIS TYPE OF SOVIET BEHAVIOR.

5. FOR THESE REASONS, WE COULD NOT CONSIDER SERIOUSLY AN ARMS LIMITATION INITIATIVE FOCUSSED ON THE INDIAN OCEAN WITHOUT CLEAR EVIDENCE OF SOVIET WILLINGNESS TO EXERCISE RESTRAINT IN THE REGION AS A WHOLE. THIS VIEW HAS BEEN REINFORCED BY OUR EXAMINATION OF THE TECHNICAL ISSUES WHICH WOULD BE INVOLVED IN ANY ARMS LIMITATIONS NEGOTIATIONS. ALTHOUGH THE TECHNICAL COMPLEXITIES DO NOT IN THEMSELVES PRECLUDE NEGOTIATIONS, IT IS EVIDENT THAT A SUCCESSFUL ARRANGEMENT COULD OCCUR ONLY WITHIN A GENERAL POLITICAL FRAMEWORK OF MUTUAL RESTRAINT IN THIS REGION.

6. CLEARLY, IT IS NOT IN OUR INTEREST FOR THIS REGION TO BECOME A THEATER OF CONTENTION AND RIVALRY, NOR WOULD THE STATES OF THE AREA WELCOME SUCH A DEVELOPMENT. IN FACT, OVER THE PAST TWO YEARS THE NAVAL DEPLOYMENTS OF THE UNITED STATES AND THE SOVIET UNION HAVE REMAINED RELATIVELY STABLE. FOR OUR PART, WE WILL CONTINUE A POLICY OF RESTRAINT IN OUR MILITARY ACTIVITIES IN THE INDIAN OCEAN AREA. WE INTEND TO PROCEED WITH OUR PLANNED IMPROVEMENTS TO THE SUPPORT FACILITIES ON DIAGO GARCIA, BUT THERE IS NO PRESENT INTENTION TO GO BEYOND THE PLANS AS PRESENTED TO THE CONGRESS LAST YEAR OR TO INCREASE OUR NAVAL DEPLOYMENTS TO THE AREA.

7. WE, OF COURSE, HOPE THAT THE SOVIETS WILL EXERCISE RE-CONFIDENTIAL

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STRAINT IN THE AREA. WE WILL WATCH CAREFULLY TO DETERMINE THE IMPACT ON THE SOVIET MILITARY PRESENCE OF THEIR EXPANSION OF NAVAL AND AIR SUPPORT FACILITIES IN SOMALIA. RESTRAINT IN SOVIET INDIAN OCEAN DEPLOYMENTS, COUPLED WITH A MORE GENERAL FOREBEARANCE FROM ADVENTURISM IN THE REGION AS A WHOLE, WOULD PROVIDE A BETTER CONTEXT FOR CONSIDERING THE POSSIBILITIES FOR ARMS LIMITATION IN THE INDIAN OCEAN. THUS, WHILE WE WILL KEEP OPEN THE MATTER OF A POSSIBLE FUTURE ARMS LIMITATION INITIATIVE AS A POTENTIAL CONTRIBUTION TO REGIONAL STABILITY AND TO OUR RELATIONSHIP WITH THE SOVIET UNION, WE DO NOT PERCEIVE IT TO BE IN THE U.S. INTEREST JUST AT THIS TIME. END TEXT.

8. TEXT OF REPORT IS BEING RELEASED APRIL 21, BY SENATOR CULVER, WHO HAS BEEN MOST VOCAL CRITIC OF DIEGO GARCIA EXPANSION AND SUPPORTER OF ARMS LIMITATION NEGOTIATIONS. ACTION ADDRESSEES MAY AT THEIR DISCRETION TAKE INITIATIVE OF PROVIDING COPY OF REPORT TO HOST GOVERNMENTS. ALL ADDRESSEES ARE AUTHORIZED AT THEIR DISCRETION TO DRAW ON REPORT TO RESPOND TO HOST GOVERNMENT QUERRIES.

9. FOR CANBERRA AND LONDON: DEPARTMENT HAS PASSED

COPIES OF REPORT TO AUSTRALIAN AND UK EMBASSIES HERE IN
RESPONSE TO REQUESTS.

10. MOSCOW: DEPARTMENT DOUBTS UTILITY OF APPROACHING
SOVIETS ON THIS SUBJECT, BUT WOULD WELCOME EMBASSY
THOUGHTS ON SUBJECT. KISSINGER

NOTE BY OC/T: POUCHED BEIRUT AND PORT MORESBY.

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Type: TE
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